

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member for Adult Social Care
Date of Decision:	24 June 2015
Title:	Supporting People: Remodelling Social Inclusion Services
Reference:	6739 and 6652
Report From:	Director of Adult Services

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1. Executive Summary

- 1.1. This report outlines the proposed changes to the Social Inclusion Services that were previously funded through the Supporting People programme. These changes are being proposed following an extended review of services and in order to meet the reduction in budget agreed by the Executive Member for Adult Social Care and Public Health on 30 July 2014.
- 1.2. Reductions in the Supporting People budget for 2014/15 and 2015/16 were agreed by Full Council on 20 February 2014.
- 1.3. On 30 July 2014, the Executive Member for Adult Social Care and Public Health determined the Council should delay implementation of spending reductions in homelessness services, specialist offender's services and the veteran's service until the end of March 2016. For the purposes of the review and in recognition of wider outcomes, this group of services are referred to as Social Inclusion services.
- 1.4. This report outlines the work that has been undertaken since the July decision day, and seeks to inform the Executive Member for Adult Social Care of the outcomes of the extended review of these services, setting out a proposed approach for the Council to deliver the services within the available budget.
- 1.5. Prevention and Early Intervention services, such as Social Inclusion services within the Supporting People programme, have always been integral to Adult Services' strategy. These services deliver interventions for people who may not meet eligibility criteria for social care, to reduce the levels of need within non-statutory cohorts, thereby reducing pressure on Hampshire County Council and wider statutory services.

- 1.6. This report takes into account the duties under the Care Act 2014 which came into force in April 2015.

2. Contextual Information

- 2.1. The Supporting People Programme existed to commission services to support vulnerable people with housing-related support needs, for the purpose of developing or sustaining their capacity to live independently. Eligible service users have specific and identifiable vulnerabilities that render them in need of support, and the support provided directly contributes to that service user's ability to live independently.
- 2.2. The programme was designed to meet the needs of a range of cohorts, including people who needed support but were not eligible for statutory services and includes two distinct types of provision:
- Community (floating) Support Services provide housing related support to service users wherever they may live, before withdrawing once the support is no longer needed. The support is not tied to a particular form of housing tenure, address, or service building but is delivered in personalised way according to individual need.
 - Accommodation Based Services provide housing related support to those living at a specific address, such that the provision of accommodation is integral to the provision of support and vice versa.
- 2.3. Housing related support services are defined as services that develop or sustain an individual's capacity to live independently in accommodation. This includes support to understand and manage the rights and responsibilities of their tenancy, manage debt and budget effectively, better manage physical health, mental health and substance misuse, and access healthcare, specialist services and ETE (education, training and employment) opportunities.
- 2.4. Hampshire County Council has no statutory responsibility to fund these services however the Council has done for the purposes of the well-being of the local community. Services were reviewed on a three year rolling programme to ensure that they were making the most efficient use of resources. The final decision with regard to the outcomes of the reviews rested with the County Council, following consultation with service users, district Councils and providers.
- 2.5. The service cluster for people considered to be socially excluded included provision for people who are homeless or at risk of becoming homeless, services for younger people in crisis, for ex-offenders, and for people with mental health problems.
- 2.6. The budget for services supporting young people in crisis has been transferred to Children's Services who have undertaken their own review and commissioning. Specialist mental health services are subject to an on going review.
- 2.7. The three reviews have been developed within a broader strategic umbrella which has sought to ensure a clear pathway for individuals

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with complex needs within the commissioning strategies, with the intention that they will ultimately dovetail and complement each other.

- 2.8. The remaining services within the socially excluded cluster include services for people who are homeless or threatened with homelessness (primarily direct access accommodation based services, supported housing and community support); a small number of specialist services for young parents and families, a specialist service for veterans of Her Majesty's Armed Forces and services for ex-offenders. These services have been renamed Social Inclusion services to reflect the wider outcomes that they deliver.
- 2.9. Adult Services have been working with key stakeholders since July 2014 to establish an appropriate model and commissioning approach that would, as far as practicably possible, seek to mitigate negative impacts of spending reductions while meeting key strategic principles for the cluster.

3. Current Situation

- 3.1. Overall the County Council has a £102 million savings target to achieve by 2015. To contribute to this, Adult Services will have to find £43 million of savings in 2015/16.
- 3.2. The approach proposed within this report would enable the re-commissioning of Social Inclusion services within the budget agreed by the Council in February 2014, and has been designed to help the department achieve these savings while continuing to meet strategic objectives.
- 3.3. Hampshire County Council remains committed to prevention and early intervention, recognising that it is important, including towards meeting the key elements of the Care Act 2014.
- 3.4. The Council continues to work closely with District Councils, the Probation Service (and now with the Community Rehabilitation Company), service providers and service users to deliver preventative services, and these key stakeholders have been involved in the on going work to establish the best way forward for the future of Social Inclusion services across the Hampshire County Council area.
- 3.5. Representatives of the Department for Work and Pensions (DWP), Public Health and Health have also received regular updates and an open invite to partnership meetings. Further detail regarding engagement and consultation with service users and other stakeholders is included in section 9.
- 3.6. Adult Services have developed a county wide model of service delivery that targets the greatest need and seeks to encourage improved partnering arrangements across sub-regions within the Hampshire County Council area, while achieving efficiency and economy of scale. This has been co-produced with the wider partners who have provided valuable feedback that has helped to shape the model.

- 3.7. Following a request by Basingstoke and Deane Borough Council, the proposed County model has been developed to enable Basingstoke and Deane to undertake a local pilot to deliver housing related support services that meet the support needs of vulnerable homeless people residing in the borough.

4. Current Services

- 4.1. Current services include accommodation based and community support services for single homeless people, families and teenage parents (Appendix A). The cluster also includes one specialist service for ex service personnel (Appendix C) and services for ex-offenders (Appendix B).
- 4.2. All services provide short term housing-related support to people with a wide range of support needs; this includes people with substance misuse issues, mental health support needs, learning disabilities and offenders.
- 4.3. Existing single homeless services were intended to provide a progressive support pathway through the provision of a range of services to support people at different stages of their journey towards independence. This staged model includes 24 hour housing-related support (stage 1), support for move-on accommodation (stage 2), low level (stage 3) accommodation and community support as a final stage towards independence. The historical distribution of services meant that this was difficult to achieve in in some areas resulting in less successful outcomes for service users residing in areas where there were gaps in provision
- 4.4. The services under review have developed in an ad hoc way across the county. Many services were not directly commissioned by Hampshire County Council but were inherited at the beginning of the Supporting People programme in 2003. The complexity of interests in this sector has resulted in reviews achieving a less significant impact than in other areas. This extended review has presented the opportunity to look in depth at the model of provision and ensure that optimum use is made of resources.
- 4.5. Current services for ex offenders were intended to provide a progressive support pathway through the provision of a range of services to support people at different stages of their journey towards independence. This staged model includes 24 hour housing-related support (stage 1), support for move-on accommodation (stage 2) and community support as a final stage towards independence.
- 4.6. Most referrals for ex offenders services are received from direct access hostels or local district housing options teams, once a person has presented as street homeless rather than straight from a detained setting when the most impact can be made. The review of offender's services has presented the opportunity to look in depth at the current model of provision alongside the pathway model for single homeless

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and ensure that optimum use is made of resources to best meet the support needs of this client group.

- 4.7. Hampshire County Council funds one specialist accommodation-based service for veterans, Mike Jackson House. This has been used as a national resource and is primarily used by non-Hampshire residents. It was agreed by Executive Member for Adult Social Care and Public Health in July 2014 that the current level of investment was not sustainable. This service currently provides stage 1 of the Aldershot Veterans Accommodation Pathway and provides support to Veterans with complex needs. Stage 2 and 3 of the pathway have recently benefited from £8.5 million capital investment from the Ministry of Defence and the Pathway has attracted significant media interest.

5. Overall Financial Implications

- 5.1. This report focuses on accommodation based services for homeless people, community support services, one specialist service for veterans of Her Majesty's Armed Forces and services for ex-offenders. These services are collectively referred to as Social Inclusion services.
- 5.2. The current budget for each element of Social Inclusion provision, cumulative savings since 2013/2014 and proposed expenditure from April 2016 is detailed below:

Service Type	Budget 2013/14	Budget 2014/15	Budget 2015/16	Proposed Budget from April 2016
Community support and accommodation based services for homeless people (including offenders and veterans)	£5,540,483	£5,439,639	£5,371,394	£4,157,884
Emergency Accommodation based provision for Single Homeless (based in Rushmoor)	0.00	0.00	0.00	£100,000
Services for ex-offenders	£395,240	£395,240	£395,240	£129,200
Veteran's service	£240,105	£240,105	£192,094	£65,000

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5.3. From April 2016 the overall Adult Services budget attached to accommodation based services and community support will be reduced by 25% to £4,157,884. This amount includes a proposed transfer of up to £120,000 from the budget for ex offenders to increase capacity for the provision of services for offenders within the single homelessness service model.

5.4. Permission is also being sought to spend a further £100k per annum to ensure there is emergency access accommodation in Rushmoor for single homeless people.

5.5. An additional £38,000 per annum would be contributed by Hampshire County Council Children's Services, specifically for units of accommodation based provision for 16-21 year olds in East Hampshire.

5.6. The Adult Services budget position for accommodation based services for homeless people and community support services is summarised by area in Appendix E. The figures represent the pre-spending reduction budget, the position at the time of the initial report to Executive Member in July 2014, and the position after the proposed remodelling.

5.7. The current budget attached to the specialist Veterans service is £192,094. This represents a reduction of £48,011 on the 2013/14 budget of £240,105. The provider has been supported by the Council to make contact with Armed Forces charities and has to date secured funding for one specialist post. Work is on going with a number of other charities and an approach has been made to the North East Hampshire Clinical Commissioning Group. Negotiations regarding further reductions in the current contract value are scheduled to take place with the provider of this service at the end of May 2015. The Executive Member for Adult Social Care and Public Health made a commitment in July 2014 not to withdraw funding from this service until alternative funding had been secured. It is therefore proposed that up to £65K is used to support the service for one further year to aid the transition to a new model that ensures the long term sustainability of the service

5.8. The current budget attached to ex offenders' services is £395,240 per annum. It is proposed that £129,200 per annum is used to support those people who have been assessed by Hampshire County Council as having eligible social care needs or who fall just below eligibility, who require support to transition from a detained setting back into the community. It is also proposed to transfer a further £120,000 per annum to the budget attached to the wider social inclusion services to increase capacity for the provision of services for offenders within the single homelessness service model.

6. Impact Assessments

- 6.1. An Impact Assessment was developed in partnership with other agencies, including the district Councils, the Probation Service and Public Health in June 2014. This was reviewed in May 2015 alongside the Equality Impact Assessments (EIA). Further details can be found in section 12.
- 6.2. Whilst a range of impacts were identified, the impact of those changes and the availability of alternative sources of support are different for specific cohorts within the social inclusion cluster services. Social Inclusion services provide short term support which will reduce the impact of changes for existing service users. The future service model has been developed with a view to mitigating negative impacts and encouraging new and innovative approaches to service delivery, whilst ensuring the approach is not simply focused on “salami slicing” services across the piece.
- 6.3. Overall, after the proposed changes have taken place, the Adult Services department would still be investing over £4.38 million from this budget, which is part of a wider programme of investment, totalling in excess of £19 million in preventative services across Adult Services and Public Health. Hampshire therefore still has considerable investment in preventative services of this type, and will continue to work collaboratively with wider statutory and voluntary sector partners to identify emerging challenges and foster the best possible performance from this service cluster.

7. Equality Impact Assessments

- 7.1. An Equalities Impact Assessment (EIA) was carried out relating to the proposals for changes to services for people considered to be socially excluded in July 2014.
- 7.2. A further EIA was undertaken more recently in April 2015 in light of the proposed approach to the future commissioning of the social inclusion service cluster.
- 7.3. Details of the findings of the recent EIA can be found in section 13 of this report and with the full assessment from 2015 included at Appendix D.

8. Review of Services

- 8.1. Key changes to these services are planned to come into effect from April 2016.
- 8.2. The review has been complex and wide ranging. It has focused on the needs of the wider Hampshire County Council area and balanced this against the needs of individual districts and other key stakeholders, including Probation. This was in recognition of historical factors associated with the development of services in each area and the need

to ensure the future service model was able to target those in the greatest need.

- 8.3. Engagement has taken place with key departments across Hampshire County Council, District Councils, wider statutory partners (including DWP, Health, and the Community Rehabilitation Company), service providers, and with service users (see section 9). The review has sought to ensure the views of service users are properly represented and that the needs of service users are at the heart of any future model.
- 8.4. Proposals for remodelling the services have been developed and discussed with these stakeholders and the review has determined that there is a positive opportunity to redesign the service model in the interests of targeting need and mitigating negative impacts of spending reductions.
- 8.5. Stakeholders and particularly providers have been encouraged to explore alternative funding streams. Adult Services engaged the assistance of Sitra, who have supported providers to develop their business models in light of funding changes and to develop their approaches to fundraising.
- 8.6. The review has confirmed that a partnership approach is the preferred option to commissioning and managing the services within the cluster. The County Council should work closely with District Councils, service providers and other key stakeholders. This will enable the County Council, which has responsibility for the budget, to implement a commissioning solution that is consistent, fair and cost-effective and that meets the needs of vulnerable service users; reducing the need for more costly statutory interventions.

9. Engagement with Stakeholders and Service Users

- 9.1. Significant levels of engagement and communication had already taken place in advance of the July 2014 Executive Member decision day, including engagement with service users, provider organisations and District Councils. Other organisations, including the Probation Service and the Office of the Police and Crime Commissioner were also involved in the engagement process. In May 2014 letters were sent out to service users outlining the proposed changes to their services and a survey carried out to help the Council understand their requirements moving forward. Full feedback was included in the report to the Executive Member of Adult Social Care and Public Health 30 July 2014: Supporting People: Changes to Budget, Services Commissioned and Commissioning Responsibilities.
- 9.2. As a result of feedback received before July 2014, Adult Services:
 - Delayed implementing spending reductions by a period of 12 months

- Seconded a senior housing practitioner from one of the districts for 12 months to support the review and assist with communication between district housing leads and the County Council
 - Undertaken a high level strategic review to prevent a “salami slicing” approach to reductions in services
- 9.3. The outcomes from earlier engagement exercises were also used to identify the potential impacts of proposals and to inform the extended review of these services.
- 9.4. Comprehensive engagement and consultation has continued throughout the extended review period and the proposals detailed in section 10 reflect the feedback received.

Engagement with Service Users

- 9.5. Further engagement with service users commenced in January 2015. This engagement was designed to support commissioners to understand the issues facing users of services and to provide the opportunity for current service users to influence the model of service delivery moving forward. Hampshire County Council does not have a direct relationship with individual users of these services and an external consultant was therefore engaged by the Council to work with service providers to facilitate engagement by service users during the review. Providers of current services were contacted and asked to arrange service user meetings and information about the review process and objectives was shared by the consultant on behalf of Hampshire County Council. 18 service meetings were held with a total of 113 service users.
- 9.6. Three smaller meetings were held with a representative group of service users and representatives from Hampshire County Council Adult Services department in February, March and April. These meetings were used to discuss issues raised in the larger meetings in more detail, explore the existing service model in more depth and look at how things could be done differently to maximise use of resources.

Health & Adult Social Care Select Committee Working Group

- 9.7. Throughout the review, Adult Services' have met regularly with a 'Task and Finish Working Group' comprising cross-party members of the Health & Adult Social Care Select Committee and briefed them on the progress of the review and emerging proposals. This group has met 4 times since December 2014 and each meeting has given members the opportunity to question and scrutinise the approach being taken and hear the views expressed by a range of stakeholders during the course of the review. The areas discussed have included:

- Funding redistribution options and associated formula

- The approach to ensuring those in most need have the opportunity to access services
- The developing model of service delivery
- The feedback received from other stakeholders and how this was informing the developing model
- Outcomes for commissioning purposes and the potential for Payment by Results to form part of the model
- Impacts of the spending reductions in this area on vulnerable people who are not owed a statutory duty by either Adult Services or district housing authorities

Consultation with Key Statutory Partners

- 9.8. The pre-existing districts' "Strategic Housing Officers' Group" (SHOG) was expanded to include an open invitation to the CRC, the DWP, Public Health, and Health. This new group (SHOG Plus) has been organised and administered by Adult Services to meet on a monthly basis specifically to ensure a partnership approach to the review and re-commissioning of social inclusion services. The group has met 6 times since October 2014 in addition to quarterly SHOG meetings.
- 9.9. In order to develop the "outcomes" for social inclusion cluster services under a new service model, a small working group was also set up. This included representatives from the County Council, the districts and the Community Rehabilitation Company (CRC), and produced the overarching outcomes that form part of the proposed approach to commissioning the new services.
- 9.10. One to one meetings with local authorities have been made available on request to discuss concerns, challenges and potential solutions.
- 9.11. Written briefings have been provided to SHOG+ with opportunities to provide considered written feedback throughout the process.
- 9.12. The Chief Executives of the Hampshire districts have been briefed in person and in writing. County Council officers attended the 22nd May meeting of the Chief Executives to receive their final views regarding the proposals for this service cluster.

Current Service Providers and Other Stakeholders

- 9.13. Surveys have been disseminated to the provider sector and the results shared with SHOG+ to get their views on the challenges of current service delivery and options for new models.
- 9.14. Landlords have also been contacted and advised of the review process. Further communication with landlords will be undertaken in the coming weeks.
- 9.15. Providers have been given the opportunity to discuss the changes to service delivery with an independent organisation. This organisation has provided advice and support to the sector regarding accessing

alternative funding, intensive housing management and partnering health services.

- 9.16. An event on intensive housing management was held for providers and local authority Housing Benefit staff to disseminate information and gather views from providers and local authorities regarding how this model could work in the context of social inclusion services.
- 9.17. A market engagement event was held in December 2014 to gauge the market's views in a facilitated workshop setting. A further event is scheduled for the 1 July 2015.
- 9.18. Adult Services briefed providers at the County Inclusion Forum, in March 2015, which is organised and administered by Action Hampshire.

Outcomes of Consultation and Engagement

- 9.19. Adult Services has listened carefully throughout the stakeholder and service user engagement process, and a range of different views have been heard.
- 9.20. As a result of the engagement carried out during the extended review period, Adult Services has:
 - Developed a commissioning approach that will enable providers to take an innovative approach to service delivery and make best use of available resources
 - Introduced a targeted approach to the distribution of resources and to accessing services that has been designed to meet the greatest need across the County
 - Focused on the needs of service users and developed a service model that reflects their views. Specifically the proposed model is intended to:
 - Provide flexible services that deliver tailored support based on individual needs, from short to medium term with limited periodic support or re-referral options for people as they work towards independence
 - Provide support services that are accessible and responsive in every area
 - Deliver Community Support differently through innovative and efficient practices, including the use of drop in services
 - Encourage improvements in partnership working between providers and districts
 - Encourage providers to actively engage service users in the delivery of services
 - Support service users to achieve independence and maintain tenancies by offering different levels of support
 - Tailored the proposed overarching commissioning outcomes to reflect the outcomes service users are seeking

- Viewed Basingstoke and Deane's request to deliver a local pilot in their area favourably, and reviewed the wider model of service delivery to develop a proposal that will enable this while maintaining the integrity of the wider County model
- Ensured the overarching outcomes for this cluster of services reflect the views of all statutory partners and service users
- Maintained an emphasis within these proposals on key aspects of the existing model to inform the future, including ensuring emergency access to accommodation based services, supported move-on options and community support remains at the heart of any service model

10. Proposals

Proposed Hampshire County Model for Social Inclusion Services

Distribution of Funding:

- 10.1. It is proposed that an annual budget of £4,157,884 is available to support services over a minimum period of 3 years. This will ensure service providers can participate confidently in a tender process.
- 10.2. It is proposed that Hampshire County Council distributes the available budget so that it reflects a more proportionate and strategically targeted distribution across the 11 districts.
- 10.3. To achieve this, the budget will be distributed based on the application of a formula with an element of dampening.
- 10.4. The proposed formula is based on a weighted population methodology that has been tried and tested by Public Health when seeking to target resources.
- 10.5. The weighting factors are the Indices of Multiple Deprivation (which collates a range of indicators including access to housing services and homelessness) and the number of workless households of working age.
- 10.6. Dampening to a level of approximately 75% is proposed to reduce the impact of redistribution of funding so as not to undermine the existing landscape of service delivery and ensure that existing service users can continue to receive services. Appendix E demonstrates the original budget, the residual funding distribution in July 2014, and the distribution that is being proposed.

Service Model:

- 10.7. The proposed service model for Hampshire will include 3 key elements which reflect the primary aspects of the existing service landscape and reflect feedback from service users. Service users suggested that the model should provide flexible and tailored support, incorporating emergency access with options for on going and accessible support

delivered in a range of different ways. The 3 key elements therefore include:

- a) Short term Generic "Community Support"
- b) Supported accommodation for single homeless people with support needs
- c) Emergency "direct access" accommodation with intensive support for single homeless people (and couples where possible) that is accessible to those in the greatest need across the County

- 10.8. In order to ensure that support is targeted based on individual need not client group, it is proposed that specialist services are replaced by new generic community support services. Providers of existing specialist accommodation based schemes that accommodate statutory homeless households have been encouraged to continue to offer accommodation with support being delivered through community support. Service users currently accessing specialist floating support services will also be able to access proposed generic community support services, following assessment of need.
- 10.9. It is proposed to commission short term Generic Community Support services in geographical lots. Providers would be required to ensure that support staff are trained to respond to the full range of support needs people requiring these service may present with and could opt to deliver specialist services as part of the generic contract, where there is a clearly evidenced need, and if this delivers improved outcomes. These may be specialist services for particular client groups (e.g. families) or for clients with complex needs.
- 10.10. The geographical lots proposed reflect those adopted for the purposes of commissioning domestic abuse services. Proposed geographical areas are included in Appendix E.
- 10.11. Each Community Support lot would include delivery of a support service to designated accommodation schemes for single homeless people aged 18-65. This provision will be for people in the local authority's area, (or local authorities' area where there are shared services).
- 10.12. Accommodation based services in East Hampshire will also provide support for 16 and 17 year olds funded by Hampshire County Council Children's Services.
- 10.13. Community Support services would provide housing related support to all client groups aged 18 – 65 or older where this is the most appropriate service to meet support needs. Support would be available regardless of tenure or housing status and include families, veterans and ex offenders where they are in need of support. Services will be accessible in all areas on the basis of need.
- 10.14. Emergency 'direct access' provision would also be available to service users in each geographical area. Whilst it is anticipated that these services will predominantly be used by service users from the local

area, providers will be expected to prioritise access based on need, including those in the greatest need within the wider Hampshire County Council area.

Winchester Night Shelter:

- 10.15. In addition to the services described above it is proposed that Winchester Night Shelter is retained as part of the County model. This service offers a County wide and unique service at an exceptionally low cost.
- 10.16. The property is leased to the current provider on a peppercorn rent with a lease term of 99 years (commencement in 1996). The use is specific to a night shelter and there is no provision for termination (except on breach). The property location is ideal for night shelter provision as it is discretely located in central Winchester and accessible from the train station.
- 10.17. The service is strategically relevant and provides an emergency accommodation based response to people with support needs who find themselves sleeping rough. Service users are required to leave the premises during the day unless they are engaging with specific support activities.
- 10.18. The provider is a long established Winchester charity that has benefited from significant member support and is frequently approached by local and national media for comment on issues relating to homelessness.
- 10.19. The Council has provided a low level of funding to this service since 2003 and the current annual contract value is estimated to account for a third of the overall budget for the service. The contractual relationship ensures that the service works in partnership with the County and Winchester City Councils, and delivers outcomes consistent with other services within this service cluster. A further third of the annual funding comes from donations and gift aid, and the service receives a significant level of support from the local community and elected members.
- 10.20. The current provider has developed a unique relationship with the local community, with local churches and has developed a large team of volunteers to support the small staff team with the day to day running of the service.
- 10.21. Due to its unique and specialist nature, it is proposed that this service is procured for a further 3 + 1+ 1 years through Single Tender Approval (STA) at an annual value of £61,680, with a five year aggregated maximum value of £308,400.

Outcomes Based Commissioning:

- 10.22. New services will be commissioned on the basis of "outcomes". This will ensure the commissioning process encourages providers to be innovative and to set out, using their knowledge and expertise, how

they will deliver against strategic outcomes within the constraints of the funding during the tender process.

10.23. The overarching outcomes that are proposed for this service cluster have been co-produced with key stakeholders and using feedback from service users on the key outcomes they considered to be important to them:

- Service users secure and/or maintain appropriate accommodation.
- Health and wellbeing needs of service users are met.
- Service users are actively engaged in education, training and employment.
- Service users are engaged in the community.
- Service users are supported to reduce their offending and anti-social behaviour towards desistance.

Payment by Results:

10.24. It is proposed that Payment by Results (PBR) will be included as part of the payment system. The precise methodology for achieving this will be finalised in partnership with providers and will be based on achievement of agreed output targets and the delivery of agreed individual level outcomes.

10.25. The aim of the PBR model will be to:

- Support the development of a responsive service model that delivers effective services with reduced resources and improves outcomes for service users and partners.
- Incentivise homelessness prevention and reduce the demand for statutory interventions and on accommodation based schemes.

10.26. During the first year of the contract, it is proposed that at least 5% of the contract value will be attached to the successful completion of the implementation plan submitted by the provider as part of their tender submission. Successful achievement of the implementation plan will focus on the transfer of existing service users, partnership working with other service providers, statutory partners and other 3rd sector organisations. This will be further defined once milestones are agreed during implementation. Payments will be made quarterly with repayment required at the end of the first year should key agreed targets not be achieved.

10.27. As part of implementation, providers will be required to work in partnership with the County to finalise a PbR model for at least 10% of the contract value for implementation in year 2.

Basingstoke and Deane Pilot – Overview:

10.28. Basingstoke and Deane Borough Council have set out a proposal for a local pilot approach. They are requesting a grant from the County Council that they will use as a contribution towards the delivery of a

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local service model to support vulnerable people who are homeless or at risk of homelessness within the Basingstoke and Deane Borough Council area. The model and commissioning approach will sit outside of, and independent from, the Hampshire County Council model.

- 10.29. Whilst grant conditions are being worked on, it is proposed that the County Council agree to the request from Basingstoke and Deane and that Adult Services negotiate terms with them. These would include ensuring that the pilot in Basingstoke does not impact negatively on the wider County partnership model and that it delivers an agreed set of outcomes that align closely with those of the County model
- 10.30. Grant conditions will need to be determined in partnership with Basingstoke and Deane Borough Council but it is anticipated that the annual budget for this grant pilot will be up to £746,468.
- 10.31. It is proposed that this pilot be agreed for an initial period of three years in line with the contract term proposed for the wider County model. This will give sufficient time for the approach to embed, before a review is undertaken towards the end of year two.

Emergency Access Provision for Single Homeless in Rushmoor:

- 10.32. Rushmoor experiences spikes in single homelessness demand and rough sleeping and there is currently no emergency accommodation based support service available to meet the needs of people sleeping rough in the area.
- 10.33. There may be opportunities within existing services in Rushmoor to facilitate emergency placements for people sleeping rough.
- 10.34. It is proposed that Adult Services work with Rushmoor Borough Council to develop emergency access provision in their area to facilitate placements for Hart and Rushmoor, and where necessary, for people in greatest need from elsewhere within the County. To achieve this, £100K additional funding is being requested to support the development of provision in this area.

Services for Veterans:

- 10.35. Hampshire County Council funds one specialist accommodation-based service for veterans, Mike Jackson House. This has been used as a national resource and is primarily used by non-Hampshire residents. It was agreed by Executive Member for Health and Social Care in July 2014 that the current level of investment was not sustainable. Since this date, Hampshire County Council has worked with the service provider to identify alternative funding and/or business models for this service. The Council is also awaiting confirmation and details of a new Ministry Of Defence grant fund that will replace previous covenant funding streams, including LIBOR derived grant funds and community

covenant funding, which may provide support for the service in the future.

- 10.36. Subject to agreement with, and with assurance from, the service provider concerning their ability to develop a model of service that could continue after the end of Adult Services funding, it is proposed in recommendation 17.5 that up to £65K is used to support an extension to the service for one further year to aid the transition to a new model and safeguard the long term sustainability of the service.
- 10.37. Veterans will also be able to access all support services commissioned within the wider model for social inclusion detailed above.

Services for Ex-offenders:

- 10.38. Hampshire County Council currently funds 5 services to provide housing related support to people with an offending history. It is proposed that, to meet the requirements of the Care Act, the Council prioritises funding to those people who are leaving a detained setting and have been assessed by the Council as having eligible social care needs, or who fall just short of having an eligible need. The proposed model is for a specialist accommodation based service to support the reintegration of offenders back into the community preventing the need for higher cost packages of care. Ex offenders will also be able to access all support services commissioned within the wider model for social inclusion detailed above.

11. Key Risks

- 11.1. There are a number of risks that can be reasonably identified associated with the proposed approach set out in this report. These include the following:
- 11.2. There may be increased demand on district homelessness services due to reduced provision. New methods of service delivery will be developed during the 1st year of contracts however this will take time to embed and may not ameliorate the challenges in the short term.
- 11.3. Landlords may refuse to release their buildings for use under a new model. This could result in the loss of buildings that are presently available to the supported housing sector. Communication with landlords is on going.
- 11.4. There is an identifiable risk that the interpretation of DWP regulations associated with Exempt and Specified Accommodation (and what constitutes eligible and ineligible service charges for the purposes of Housing Benefit (in the context of 'intensive housing management')) may be inconsistent across the 11 districts. Some Housing Benefit Departments apply criterion that does not facilitate payments to services for support in all cases where the County Council may consider that those services should be funded through Housing Benefit. The decision to make payment rests with the districts' Revenues and

Benefits services and whilst the County Council can work with the districts to develop a common understanding and consistent approach, ultimately local decisions will be beyond the County Council's control and may continue to be subject to variations that may impact on the viability of some services.

- 11.5. Smaller providers do not form consortia or fail to achieve consortia and the commissioning process results in a small number of large providers with a monopoly on the local provision.
- 11.6. If it is determined that TUPE applies under the new service model there is a risk that this could result in the financial viability of services being undermined due to staff costs and redundancy issues. Please see also paragraph 14.2 of this report.
- 11.7. The provision of grants always presents a degree of risk. Specific risks include organisations accepting funding without providing a service; organisations not delivering the service as expected; and there being an under spend on the expected activity. This applies to all grants; however larger grants represent a potentially higher risk to the County Council.
- 11.8. A number of mechanisms have been employed successfully over a number of years to mitigate and alleviate these risks. These include nominating a Liaison Officer from the County Council whose responsibility is to monitor how the grant is spent, specifying within the grant agreement that the grant is 'restricted' funding for the provision of the specified activity only and phasing the payment of grants over the course of the financial year.

12. Impact Assessment

- 12.1. This client group includes people, who often have multiple needs, e.g. people who have mental health support needs alongside a substance misuse problem, those with entrenched homelessness and ex-offenders often with associated health needs. This group of people has been seen as the group least likely to be able to access other services, even when they are at acute risk. Results of a recent national audit concluded:

- *Mental Health:*

7 out of 10 homeless people have one or more mental health needs, although they may not be diagnosed.

- *Substance Misuse:*

Over half of clients in the audit use one or more types of illegal drug, with around a quarter engaged in some form of treatment or support. 3 out of 4 clients consume alcohol regularly, with 1 in 5 drinking harmful levels.

- *Physical Health:*

8 out of 10 homeless people had one or more physical health needs including:

- 12.2. Primary care is the first point of contact for health services to respond to an individual's health needs. However, evidence in the national audit suggests that homeless people are more likely to access healthcare through accident and emergency services, with their stay likely to be longer. Their lifestyles may also mean that they are more likely to seek medical help when their condition has significantly deteriorated. Social Inclusion services support individuals to access healthcare and improve health and wellbeing.
- 12.3. Significant numbers of people in homelessness services are being sanctioned as a result of not being able to meet the conditions required to receive benefits, resulting from changes to welfare provision. This could be as much as 1 in 3 for Job Seekers Allowance and 1 in 5 for Employment and Support Allowance. We also know that the main support need for those accessing community support services at the moment is debt.
- 12.4. Ex-offenders will continue to be able to access support services for homeless people as they currently do to meet personalised needs, in addition to the specialist provision proposed as part of the new model.
- 12.5. Armed Forces Veterans will continue to be able to access support services for homeless people as they currently do, to meet personalised needs. In 2012/13 a total of 142 people with a connection to the armed forces used Supporting People services. 56 of these used specialist veterans' service, Mike Jackson House. Of this 56, 17 (30%) had a connection to Hampshire. Of the 86 other people with a connection to the armed forces, who used Supporting People services, 100% had a connection to Hampshire.

13. Equalities Impact Assessment (EIA)

- 13.1. An EIA has been completed and is attached at Appendix D.
- 13.2. The proposed commissioning strategy takes into account the promotion of equality of opportunity for all people who are likely to use the services within the cluster. The approach has been developed through consultation with stakeholders and service users.
- 13.3. Social inclusion services target a relatively disadvantaged group with a view to meeting a range of needs for vulnerable people and addressing barriers to accessing services and support that could potentially meet needs. They are primarily aimed at adults aged 18-64 years plus associated children, regardless of background. Changes will apply to both females and males and will be delivered through a range of measures that will contribute to the overall accessibility of the cluster, including accommodation based services, and visiting and drop in services.

- 13.4. The proposed remodelling involves the County Council ceasing to support a small number of accommodation based services for families. These households will, however, continue to be able to access community based support provision within the new model.
- 13.5. Having set out 13.3 and 13.4 above, it should be noted that whilst all client groups would be able to access new generic community support services and the remodelling proposed will maximise efficiency of provision, it has also resulted in a reduction in capacity, and services will need to prioritise those with the greatest need. This may mean that those with lower support needs who may previously have received one to one visiting support may have to access support in a different way, this could include support through a drop in service or via telephone.
- 13.6. Inevitably the EIA has highlighted some groups that may be potentially more at risk of negative impacts associated with changes to the service cluster, however, all groups will be eligible to receive support provision under the new model and a range of mitigating actions have been identified.
- 13.7. Robust performance monitoring will be put in place and will involve the submission of equalities data quarterly from providers of the proposed new services. This will enable the monitoring of any impact on particular groups and remedial action to be taken where necessary and appropriate.

14. HR Implications

- 14.1. The Supporting People team are already being utilised as part of mainstream Adult Services' commissioning team, and their roles will continue.
- 14.2. There is potential for TUPE to apply to some services being commissioned under the new model. If TUPE applies, the transfer would be between independent sector providers. This may affect service viability for some providers and risks undermining the transition to a new model where this may be the case.

15. Legal Implications

- 15.1. Under the Care Act 2014, the County Council has a duty to carry out a community care assessment where it appears to the Council that the person may have a need for community care services.
- 15.2. The County Council has a duty under Section 149 of the Equality Act 2010 to have due regard in the exercise of its functions to the need to:
 - a) Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act;
 - b) Advance equality of opportunity between the persons who share a relevant protected characteristic (age, disability, gender

reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation) and those who do not share it;

- c) Foster good relations between persons who share a relevant protected characteristic and persons who do not share it

Due regard in this context involves having due regard in particular, to the need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic, to take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it and to encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

Exercising the duty includes the relevant decision maker considering the Equality Impact Assessment.

- 15.3. A request for a Single Tender Approval is a request to waive the Council's Standing Orders and depart from usual practice. As such it may only be used in exceptional circumstances with appropriate approval.
- 15.4. In relation to making grants where the relevant power is not provided under Section 65 of the Health Services and Public Health Act 1968, the General Power of Competence provided in the Localism Act 2011 enables local authorities to do anything that individuals of full legal capacity may do.

16. Conclusion

- 16.1. A decision was made in February 2014 by Full Council that £4.1 million of savings from the Supporting People budget should be made in 2014/15. The report further highlighted the potential need to achieve further savings of between £3.6 - £4.2m in 2015/16.
- 16.2. Significant engagement has taken place with service users, District Councils, providers and other key stakeholders, in order to inform the proposals outlined within this paper that will enable Adult Services' Department to achieve required savings within the social inclusion cluster of services.

17. Recommendations

- 17.1. That the Executive Member for Adult Social Care notes that the 45 contracts for provision of housing related support services, to assist people who are considered to be socially excluded, listed in Appendix A and B, come to the end of their current extension term on 31 March 2016 and that it is not intended to extend them further.
- 17.2. That permission is sought from the Executive Member for Adult Social Care to go out to tender for a new model of Social Inclusion Services

and award up to 12 contracts for support services to meet the needs of vulnerable people who are homeless or at risk of homelessness for a maximum of 5 years, let on a basis of 3 years +1 +1.

- 17.3. That permission is sought from the Executive Member for Adult Social Care to spend, in respect of the above procurement exercise, a maximum of £4,234,204 per annum with a 5 year aggregated maximum value of £21,171,020. This represents £4,196,204 per annum with a 5 year aggregated maximum value of £20,981,020 from Adult Services, and £38,000 per annum, with a five year aggregated maximum value of £190,000 from Children's Services, specifically for provision in East Hampshire.
- 17.4. That the Executive Member for Adult Social Care notes that the Adult Services budget in 17.3 above includes an additional £100k per annum, with an aggregated value of up to £500K, to ensure there is emergency access accommodation available in Rushmoor for single homeless people.
- 17.5. That permission is sought to extend the contract for the specialist veteran's service for 1 year, within the permitted contract term, at a reduced value of up to £65,000.
- 17.6. That permission is sought for single tender approval to contract with Winchester Churches Night Shelter for a period of up to 5 years (3+1+1) at an annual value of £61,680, with a five year aggregated maximum value of £308,400
- 17.7. That permission is sought from the Executive Member for Adult Social Care to award an annual grant of up to £746,468 for up to 3 years, with a maximum aggregated value of up to £2,239,404 to Basingstoke and Deane Borough Council, to enable them to commission social inclusion services for their area in line with grant conditions required by Hampshire County Council Adult Services.
- 17.8. That permission is sought from the Executive Member for Adult Social Care to give delegated authority to the Director of Adult Services to agree the conditions of the grant to be awarded to Basingstoke and Deane Borough Council as detailed in 17.7 above.
- 17.9. That permission is sought from the Executive Member for Adult Social Care to go out to tender for a specialist accommodation based service for ex offenders and award a contract for a maximum of 5 years, let on a basis of 3 years +1 +1, with a maximum value of £129,200 per annum and a 5 year aggregated maximum value of £646,000.

CORPORATE OR LEGAL INFORMATION:

Links to the Corporate Strategy

Hampshire safer and more secure for all:	Yes
Corporate Improvement plan link number (if appropriate):	
Maximising well-being:	Yes
Corporate Improvement plan link number (if appropriate):	
Enhancing our quality of place:	Yes
Corporate Improvement plan link number (if appropriate):	

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

DocumentLocation

Report to the Executive Member for Adult Social Care and Public Health July 2014

http://www3.hants.gov.uk/councilmeetings/advsearchmeetings/meetingsitemdocuments.htm?sta=&pref=Y&item_ID=5887&tab=2&co=&confidential

Supporting People: Changes to Budget Services Commissioned and Commissioning Responsibilities

IMPACT ASSESSMENTS:

1. Equality Duty

1.1 The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act;
- Advance equality of opportunity between persons who share a relevant protected characteristic (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- a) The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- b) Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- c) Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

1.2 Equalities Impact Assessment:

Equalities Impact Assessments (EIAs) have been carried out: one in the lead in to the February 2014 decision and a further EIA to take into account the proposed approach to service remodelling. The key findings form an integral part of this report (section 12) with the full report at Appendix D.

2. Impact on Crime and Disorder

2.1 The County Council has a legal obligation under Section 17 of the Crime and Disorder Act 1998 to consider the impact of all decisions it makes on the prevention of crime.

2.2 The proposals in this report aim to improve the safety of vulnerable Hampshire residents and reduce the risk of crime occurring.

2.3 All services would be commissioned to provide services to ex-offenders, and to work positively with criminal justice partners and stakeholders.

2.4 Services would provide a range of support to improve access to education, training and employment, develop independent living skills and address substance misuse, all of which have been demonstrated to have a positive impact on reducing the rates of offending.

- 2.5 All contracts awarded will include the requirement to use the CAADA DASH risk assessment every time that an incident of Domestic Abuse is identified in line with Hampshire Domestic Abuse forums objectives to reduce harm as a result of domestic abuse.

3. Climate Change

a) How does what is being proposed impact on our carbon footprint / energy consumption?

Providers will be required to deliver community support from community venues in localities that are accessible to service users. This will reduce the need for travel by support staff.

b) How does what is being proposed consider the need to adapt to climate change, and be resilient to its long term impacts?

As the procurement process develops, a requirement to consider the need to adapt to climate, and be resilient to its longer term impacts will be taken into account in the detailed planning and development of the Invitation to Tender. Prospective service providers will be required to demonstrate that they have considered climate change in developing their service model.

Appendix A: Social Inclusion Services Under Review

i) Generic Floating Support and Accommodation Based Services for Single Homeless

PROVIDER	SERVICE	DISTRICT	Contract Value 2015/16
HOME GROUP LIMITED	GENERIC FLOATING SUPPORT BASINGSTOKE AND DEANE 7795	Basingstoke	£224,529.00
HOME GROUP LIMITED	BASINGSTOKE GROUP HOMES 7116	Basingstoke	£167,699.31
HOME GROUP LIMITED	MARY ROSE COURT 7115	Basingstoke	£146,618.04
THE YOU TRUST	SHORT TERM GENERIC FLOATING SUPPORT BASINGSTOKE 7043	Basingstoke	£151,448.93
THE YOU TRUST	MAY PLACE 7338	Basingstoke	£392,609.64
IN TOUCH SUPPORT	IN TOUCH EAST HANTS FLOATING SUPPORT 7016	East Hants	£108,136.46
RADIAN GROUP LIMITED	TEMPORARY ACCOMMODATION TENANCY SUPPORT SERVICE 7770	East Hants	£80,495.54
FIRST WESSEX	EAST FLOATING SUPPORT 7377	Eastleigh	£135,050.00
HOME GROUP LIMITED	81 LEIGH ROAD 7122	Eastleigh	£28,939.29
TWO SAINTS LIMITED	TWO SAINTS MOVE ON FLOATING SUPPORT 7094	Eastleigh	£20,257.50
THE YOU TRUST	Short Term Generic Floating Support Fareham and Gosport 7359	Fareham & Gosport	£178,698.53
TWO SAINTS LIMITED	101 GOSPORT ROAD 7086	Fareham & Gosport	£353,626.50
TWO SAINTS LIMITED	HOMELESSNESS EARLY INTERVENTION AND RESETTLEMENT SERVICE 7787	Fareham & Gosport	£130,226.00
HOME GROUP LIMITED	BULLER COURT AND 43 GROSVENOR ROAD 7342	Hart & Rushmoor	£204,774.39
IN TOUCH SUPPORT	HART AND RUSHMOOR GENERIC FLOATING SUPPORT 7133	Hart & Rushmoor	£260,453.57
GUINNESS CARE & SUPPORT	GUINNESS CARE & SUPPORT Floating 7010	Havant	£347,154.11
TWO SAINTS LIMITED	ST ALBANS ROAD 7084	Havant	£69,454.29
IN TOUCH SUPPORT	NEW FOREST FLOATING SUPPORT 7012	New Forest	£102,252.14
HOME GROUP LIMITED	STUBBS/TURIN COURT 7101	Test Valley	£38,585.71

SANCTUARY HOUSING ASSOCIATION	Bridge House 7054	Test Valley	£43,074.17
TWO SAINTS LIMITED	TEST VALLEY Floating 7135	Test Valley	£127,122.30
TWO SAINTS LIMITED	DENE COURT 7082	Test Valley	£307,456.57
A2 DOMINION HOUSING GROUP LIMITED	WINCHESTER FLOATING SUPPORT 7047	Winchester	£212,703.75
CHOICE SUPPORT	WEST VIEW HOUSE 7024	Winchester	£295,370.19
FIRST WESSEX	MILFORD HOUSE 7378	Winchester	£21,084.00
WINCHESTER CHURCHES HOUSING GROUP LIMITED	WINCHESTER CHURCHES H'ING GROUP KEYSTONE 7096	Winchester	£6,424.00
WINCHESTER CHURCHES NIGHTSHELTER	WINCHESTER CHURCHES NIGHTSHELTER 7050	Winchester	£61,679.94

ii) Specialist Accommodation Based Services

PROVIDER	SERVICE	DISTRICT	Contract Value 2015/16
SOVEREIGN HOUSING ASSOCIATION LIMITED	The Joshua Tree 7236	Basingstoke	£122,490.15
RADIAN GROUP LIMITED	DRUM HOMELESS SUPPORT 7767	East Hants	£28,778.51
LIFE 2009	ELVETHAM HEATH LIFE HOUSE 7030	Hart & Rushmoor	£26,276.87
LIFE 2009	FARNBOROUGH LIFE HOUSE 7031	Hart & Rushmoor	£43,640.44
ASTER LIVING	ANDOVER HOMELESS FAMILIES HOSTEL 7766	Test Valley	£31,833.21

iii) Specialist Floating Support Services

PROVIDER	SERVICE	DISTRICT	Contract Value 2015/16
TWO SAINTS LIMITED	ARC FLOATING SUPPORT 7089	Fareham & Gosport	£286,498.93
LIFE 2009	LIFE COMMUNITY SUPPORT 7032	Hart & Rushmoor	£49,196.79
E C ROBERTS CENTRE	FAMILY TENANCY SUPPORT 7009	Havant	£67,525.00

HOME GROUP LIMITED	Test Valley Family Intervention Project 7354	Test Valley	£40,302.78
THE YOU TRUST	SAIL 7339	Basingstoke	£84,888.57
TWO SAINTS LIMITED	SINGLE HOMELESS FLOATING SUPPORT NEW FOREST 7085	New Forest	£96,945.73
THE TRINITY CENTRE	TRINITY FLOATING SUPPORT 7045	Winchester	£35,740.02
GOSPORT BOROUGH COUNCIL	GOSPORT TENANCY SUPPORT SERVICE 7063	Fareham & Gosport	£135,513.03

Appendix B: Ex-offenders Services

PROVIDER	SERVICE	DISTRICT	Contract Value 2015/16
Home Group Limited	Winchester Ex Offenders Services - 7126	Winchester	£38,586
Langley House Trust	Elderfield - Main Building & Park Farm – 7068	Winchester	£231,874
Langley House Trust	Elderfield – Wedgewood - 7281	Winchester	£17,176
Society of St James	SaRBS Rend Bond Scheme Hampshire – 7604	County	£78,978
Two Saints	250 Southampton Road – 7093	Eastleigh	£128,626

Appendix C: Mike Jackson House (Specialist Veteran's Service)

PROVIDER	SERVICE	DISTRICT	Contract Value 2015/16
THE RIVERSIDE GROUP	MIKE JACKSON HOUSE 7136	Hart & Rushmoor	£192,094.00

Appendix D: 2015 Equalities Impact Assessment

Equalities Impact Assessment – Remodelling of Social Inclusion Services

Purpose of Project

The remodelling of Social Inclusion Services is being proposed to mitigate the reduction in budget available to commission these services that was agreed by the Executive Member for Adult Health and Social Care in July 2014. The reductions were agreed as part of a reorganisation of preventative services to enable the Adult Services department to meet its legal obligations to people with the highest needs within the context of reducing financial support from central government.

The Supporting People Programme existed to commission services to support vulnerable people with housing-related support needs, for the purpose of developing or sustaining their capacity to live independently. Eligible service users have specific and identifiable vulnerabilities that render them in need of support and the support provided directly contributes to the service user's ability to live independently.

The proposed new services would provide support to people currently using the two distinct types of provision described below:

Floating support services: Providing housing related support to service users wherever they may live, before withdrawing once the support is no longer needed. The support is not tied to a particular form of housing tenure, address, or service building but is delivered in personalised way according to individual need.

Accommodation based services: Providing housing related support to those living at a specific address, such that the provision of accommodation is integral to the provision of support and vice versa.

The proposed new model for crisis and prevention services has been developed to ensure the most efficient use of available resources through the commissioning of larger generic community support services that can support vulnerable people based on need regardless of tenure, housing status or family structure. An effective pathway of accommodation based provision would be commissioned within the model for vulnerable people who may fall outside of the statutory duties of district housing authorities under homelessness legislation. The proposed community support services would work in partnership alongside re-commissioned Intensive Support Accommodation Based services to ensure an effective pathway of accommodation based provision. The size of the contracts, developmental nature of the service specification and commissioning on the basis of outcomes would support providers to innovate and deliver a service with improved outcomes for service users over the life of the contracts. It is also intended to reduce the barriers to effective partnership working with third sector and statutory partners, achieve economies of scale and provide opportunities for providers to deliver hours more flexibly according to need.

The model has been developed to ensure that the capacity for prevention and early intervention is maximised. The reduction in budget available to commission services has meant that the County Council has had to review the strategic relevance of all provision, look at how support is currently being used and whether better value could be achieved by using a community support model. The County Council currently funds support services that are attached to accommodation based schemes for families in 5 of the 11 districts. In the other 6 districts, families access support through County Council funded community support services. The proposed new model does not include support directly attached to these schemes but ensures that it is available to families regardless of their accommodation status, based on assessment of individual need. Newly commissioned community support services would be expected to ensure that all existing service users are aware of how support can be accessed and where space exists 'surgery' type support could be offered from within individual schemes in agreement with landlords.

It should be noted that the County Council has never directly funded accommodation for this client group and that this is paid for by rent and service charges.

Consultation

The County Council has been working with a range of statutory and voluntary sector partners to review options to remodel this cluster of services. This has been undertaken with a view to targeting services while developing greater equity of access across Hampshire for people who are in the highest need. A significant level of engagement has also taken place with service users.

Consultation and engagement over the period of the review is summarised below:

- **Service Providers:** Consultation questionnaire and written briefing, individual meetings, County Council representation at County Inclusive Forum meetings and a County Council facilitated market engagement event
- **Service Users:** Service user engagement began in June 2014 with the circulation of 1,202 paper copies of a questionnaire designed to gather views on current support services in order to help in the design of new services. The survey was also available online via Survey Monkey. In October 2014 an independent consultant was engaged by the County Council to ensure that users of services were fully informed of the review progress and had the opportunity to contribute to the remodelling of services. Engagement built on the results of questionnaires and involved facilitating service user meetings around the County and the formation of a small representative group to look in more detail at options for this provision. This group has now met 3 times and information has been used in the redesign of services.
- **Statutory Partners:** A steering group was set up at the beginning of the extended review to ensure that all statutory agencies had the opportunity to be involved in the co-production of solutions for this group of services. Membership includes the 11 district housing leads, DWP, Health, Probation and Public Health. A total of 5 meetings have been held over the review period.
- **Internal Engagement** has taken place with Children’s Services Department, Adult Services Mental Health, Learning Disability and Older Persons commissioners, commissioners for Hampshire Drug and Alcohol Action Team and Hampshire County Council’s Troubled Families programme.
- **Health and Adult Social Care Scrutiny Committee (HASC):** A small working group made up of members from the HASC was set up to review proposals for the “Socially Excluded” sector of the Supporting People budget. This group has met 4 times since December 2014. Members have received comprehensive updates associated with the work that has been undertaken towards achieving savings across the service cluster. Each meeting has given members the opportunity to question and scrutinise the approach being taken along with any potential recommendations that officers could reasonably anticipate may arise from this work.

Statutory Considerations:

Protected Characteristic	Impact of Proposals
Age:	Medium
Disability:	Low
Sexual orientation:	Low
Race:	Low
Religion and belief:	Low
Gender reassignment:	Low
Sex:	Low
Marriage and civil partnership:	Low
Pregnancy and maternity:	Medium

Other policy considerations

Poverty: Medium

Rurality: Low

Geographical impact: All of Hampshire

Equality Statement

In July 2014, the Executive Member for Adult Health and Social Care agreed that the budget for commissioning Social Inclusion services would be reduced by 27%. The scale of this reduction means that there will be a reduction in resources for all client groups requiring crisis and prevention support. Whilst all client groups would be able to access new generic community support services and the remodelling proposed will maximise efficiency of provision, it has also resulted in a reduction in capacity, and services will need to prioritise those with the greatest need. This may mean that those with lower support needs who may previously have received one to one visiting support may have to access support in a different way, this could include support through a drop in service or via telephone. The service model has been designed to provide a flexible response according to need with service users receiving lower level support being able to receive more intensive one to one support should an increase in vulnerability be identified.

The review of Social Inclusion services has resulted in changes in the distribution of the service offer around the County. This new distribution has been based on an estimate of need that takes into account population and indices of multiple deprivation, and recognises the previous inequity of access to services around the County. It is proposed that services are tendered in geographical lots to mitigate the impact of changes in funding distribution on existing service users.

All providers of existing services have been encouraged and supported to explore additional sources of funding and business models to ensure sustainable provision for vulnerable individuals who do not meet the threshold for statutory support. The County Council commissioned an external consultant to offer one to one support to providers wishing to explore options and three workshops have been held to support providers to explore opportunities in the following areas:

Intensive Housing Management – Support for providers of Supporting People services to understand the options, possibilities and the challenges within the Housing Benefit system to increase housing management activities.

Health and Housing - Exploring how housing can work in partnership with health, looking at the barriers and the opportunities and supporting providers to gain a broader knowledge of health to enable them to develop local opportunities for service delivery.

Fundraising - Support for attendees to understand how to develop good fundable project ideas and understand how and where to generate future project income.

It is expected that changes in the service delivery model to include a more comprehensive range of delivery methods will allow for a significantly larger number of service users to be supported as the new services develop. The inclusion of supported accommodation within larger community support services will enable support to be delivered flexibly according to need which may increase availability of hours for wider community support. Targets will be set to ensure that capacity increases over the life of the contract. New providers will be expected to have at least one community drop in and a duty telephone line operating at contract commencement to mitigate risks during transition.

The reduction in capacity will be managed by commissioners working closely with outgoing and new providers during transition and implementation.

Providers will be expected to target support over timescales that reflect the needs of service users but that are focused on pathways to increased independence. It is anticipated that this will contribute to increased throughput and improved responsiveness at the front end of service delivery during the life of the contract.

Hampshire County Council has worked with the district housing leads and encouraged them to review the way their services currently support single homeless people to facilitate improved demand management on crisis accommodation provision and to dovetail with the new model. The Strategic Housing Officers Group is working on a County-wide reconnections protocol which will support the new model and ensure that each district is signed up to a partnering agreement to retain responsibility for anyone connected to their area accessing services elsewhere in Hampshire.

The majority of people currently using crisis and prevention services are in receipt of welfare benefits. Services support people to access their full entitlement of benefits, manage their money, access debt advice and prioritise rent payments. Some services also provide tenancy training courses that include information and advice on cooking on a low income and budgeting. Support is also available to access employment training courses, voluntary work, education and employment. Proposed alternative support services would require providers to focus on outcomes that will help users maximise access to such services

Statutory Considerations

Age:

Young people may be disproportionately affected by proposals. Historically Supported Housing Panel data has shown a high proportion of referrals from people under the age of 25 across all social inclusion services. Information from client record forms from 2010/11 showed that 42.1% of all clients accessing services during this period were aged 25 or younger. This data includes specialist young peoples services previously included in this cluster. These specialist services are now commissioned by Hampshire County Council Childrens Services.

Mitigating actions: The outcome of the 2013/14 Strategic Review of Young People's services was the re-commissioning of accommodation based services for Young People aged 16 – 21. Following the transfer of the supporting people budget for young people in July 2014, this review took into account 16/17 year olds with complex needs where a statutory duty lies with the District Housing Authority and provision of accommodation based services to young people aged 16 – 21 based on assessment of need. 16 and 17 year olds are also able to access advice and support through the Early Help Hubs.

Young people aged 18 – 25 will continue to be able to access proposed generic community support services and accommodation based provision following assessment of need.

Sex:

The majority of services in this cluster are mixed gender. Up to date data regarding the proportion of men and woman using the services included in this review is not currently available, however information from client record forms in 2010/11 showed 56.6% of service users to be female, this data includes domestic abuse services which are not included in this review.

Proposals include replacing the support services that are attached to accommodation based schemes for families and teen parents with access to community support. The majority of adults using these services are female and therefore this proposal may have a disproportionate affect on women.

Mitigating actions: Proposals for new Social Inclusion Services are for generic support services that will offer support based on need not service user demographics. All services will be equally accessible to men and women. Families, including young mothers over the age of 18, will be able to access the proposed generic support services.